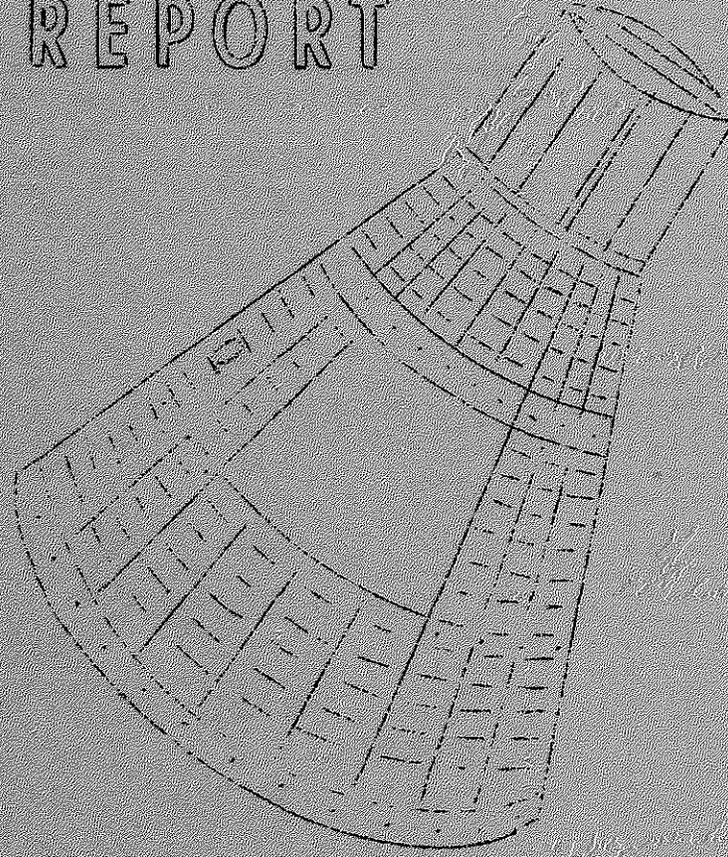


WISCONSIN LEGISLATIVE REFERENCE LIBRARY REPORT



AN ANALYSIS OF WISCONSIN STATE GOVERNMENT

Part III. Its Scope Measured by Number of State
Agencies

Wisconsin Legislative Reference Library
State Capitol
Madison, Wisconsin

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AN ANALYSIS OF WISCONSIN STATE GOVERNMENT

Part III: Its Scope Measured by Number of State Agencies

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AN ANALYSIS OF WISCONSIN STATE GOVERNMENT

Part III: Its Scope Measured by Number of State Agencies

INTRODUCTION

This report is Part III of the series, AN ANALYSIS OF WISCONSIN STATE GOVERNMENT. Part I dealt with the cost of state government, showing the changes in departmental expenditures over a period of years. Part II dealt with the civil service personnel, showing the long-range trend in number of employes by department.

This study is concerned with (1) the total number of state agencies, (2) how they have increased over the years since Wisconsin attained statehood, (3) how their nature has changed, and (4) the method of accomplishing change - whether by abolition, creation or reorganization - in the past decade.

Thus, considered as a whole, the 3 parts in this series analyze the size of our state government from the 3 different approaches - in terms of cost, in terms of staff, and in terms of number of departments. It is contemplated that the next study in this series will sketch the development of each department.

GENERAL STATEMENT

This study enumerates the state departments which have existed at intervals in Wisconsin history and indicates the trend in the number of such departments. In examining this list, however, it should be borne in mind constantly that what constitutes a state department differs for every individual who compiles such a list. No 2 concepts of what is a state department are exactly alike. A recent compilation by the Department of Administration used the criteria of an agency set up by statute and receiving a separate appropriation. This study follows the WISCONSIN BLUE BOOK and includes any agency created by statute which seems to exercise independent authority although its appropriation may be included within that of a larger department.

The difficulty in arriving at a satisfactory definition of a state department is further complicated by the existence of certain agencies which occupy a nebulous status, having close connections with more than one department. The State Laboratory of Hygiene, for example, which is herein listed separately, is under the University, but is the laboratory for the State Board of Health; and its administrative committee is composed of representatives from each. Similarly, the Psychiatric Institute and the Diagnostic Center are also under the University, but have close ties with the Department of Public Welfare. The Committee on Institution Standards is treated separately in this listing because it includes representatives of other departments, although it is most closely associated with Public Welfare. Likewise, the State Board of Personnel is listed as a separate agency in the current list as a result of legislation enacted in 1961, but its position with regard to the Department of Administration is ambiguous. Whether or not the State Bar of Wisconsin is a state agency may also be debated.

Similar difficulties arise in counting the number of state departments in prior years. The BLUE BOOKS were the sources used for

this information, but over the years they have been published by various agencies using different criteria. The State Board of Agriculture was listed in the 1901 BLUE BOOK among the group of nonstate agencies, although the Board was appointed by the Governor and received some state funds. In this study, therefore, it was included among official state agencies for that year. Sometimes the State Historical Society has been considered a part of the state government, and sometimes it has not been. The 1876 BLUE BOOK included the State Agricultural Society and the Wisconsin Association of Sciences, Arts and Letters among state agencies although some who classify state agencies consider them private organizations receiving state aid.

Another problem arises in defining an administrative agency in contradistinction to a legislative or judicial agency. Is every department performing an administrative function an administrative agency, regardless of whether its officials are appointed by the Governor, the Legislature or the Supreme Court; or does appointment by one of the latter 2 make it a part of the legislative or judicial branch of the government? In this study the State Library and the Revisor of Statutes office are - following BLUE BOOK procedure- considered administrative departments although their heads are appointed by a board of trustees consisting primarily of justices of the Supreme Court. The 1925 BLUE BOOK included the Legislative Visiting Committee in the legislative branch, and it was then, as now, composed of legislators. At that time, however, the members were appointed by the Governor. In short, unlike the federal government, there seems to be no clear-cut placement of agencies within the 3 branches of government.

All this is merely by way of noting not only the pitfalls of depending too heavily on the infallibility of statistical data, but also of pointing out the lack of clarity in the structure of the state government of Wisconsin.

NUMBER OF STATE DEPARTMENTS IN WISCONSIN, 1850-1962

The number of state agencies in the executive branch of the Wisconsin state government has increased from 8 in 1850 - 2 years after attainment of statehood - to 94 at the present time. The following table shows the change at each 25-year interval. The greatest numerical increase has occurred in the last decade, from 72 to 94; however, from the viewpoint of the rate of increase, the number tripled in the first quarter century, but increased by less than 50% in each quarter since then.

Table 1: NUMBER OF STATE DEPARTMENTS IN WISCONSIN, 1850-1962

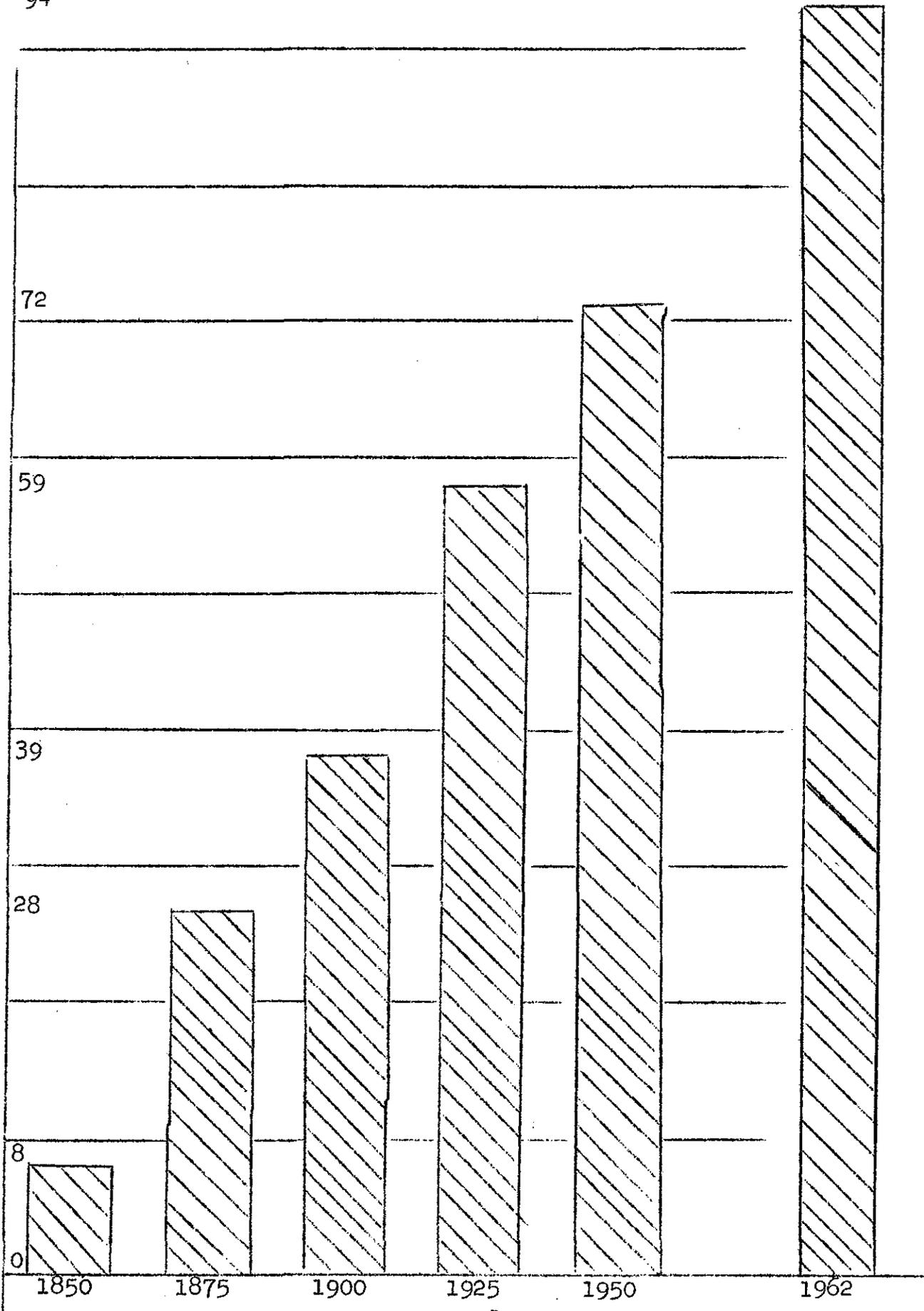
<u>Year</u>	<u>Executive Branch</u>	<u>Legislative Branch</u>	<u>Judicial Branch</u>
1850	8	1	1
1875	28	1	1
1900	39	1	1
1925	59	2	1
1950	72	4	1
1962	94	7	5

Sources: WISCONSIN BLUE BOOKS of 1876, 1901, 1925, 1950, 1962; for 1850 data: Secretary of State, Annual Report 1851.

LRL-RB-137-62

total
number
94

Graph 1: TOTAL NUMBER OF WISCONSIN STATE
ADMINISTRATIVE AGENCIES, 1850-1962



LISTING OF STATE AGENCIES, 1850-1962

In 1850 the state government consisted of little more than the departments created by the Wisconsin Constitution. The following table, which identifies the departments of the state government at quarter-century intervals, shows that by 1875 this situation had changed, primarily through the establishment of various independent penal and welfare institutions, the Railroad Commission and Commissioners of Fish and Fisheries.

By 1900 a number of examining, inspecting and conservation agencies had been created. Thus we have the regulation of entrance into law, dentistry, medicine and pharmacy; inspection activities, such as those carried on by the Insurance Department, Bank Examiner, Dairy and Food Commission and the lumber and oil inspectors; conservation activities such as Fish and Game Warden and Geological and Natural History Survey; the creation of 2 new agencies in the industrial field - the Bureau of Labor and Industrial Statistics and the Board of Arbitration and Conciliation; and new health and welfare activities through the creation of the Board of Health and Vital Statistics and the consolidation of several welfare institutions under the Board of Control.

The next 25 years, 1900-1925, saw the creation of new agencies in the industrial field - the Industrial Commission, Board of Conciliation (the Board of Arbitration and Conciliation was abolished), and the Board of Vocational Education; new agricultural agencies - Department of Markets and Grain and Warehouse Commission; additional occupational regulatory agencies, Optometry, Pulp Wood Scaler Supervisor and Library Certification Board. The Pension Agent was gone, but the Retirement System was created. Out of the war came the Soldiers' Rehabilitation Board, prohibition resulted in the Prohibition Commissioner, and the rise of the automobile brought about the Highway Commission. The Conservation Commission consolidated several agencies in that field.

By midcentury there had arrived on the scene agencies relating to the comparatively new inventions of radios and airplanes (State Radio Council and Aeronautics Commission); separate departments for the regulation of securities and savings and loan associations; new occupational regulatory agencies - Nurses, Chiropractic, Basic Sciences and Watchmaking; the Department of Veterans Affairs to succeed previous veterans agencies; the Employment Relations Board (the Board of Conciliation had been abolished); while the Tax Commission became the Department of Taxation, the Board of Tax Appeals was created, and the Department of Budget and Accounts replaced the Budget Bureau (which had, in turn, replaced the Board of Public Affairs). Three agricultural agencies were consolidated to become the Department of Agriculture. Departed agencies included those relating to lumber and oil inspection (the latter being absorbed by Taxation), the Prohibition Commissioner, Land Settlement Board and Humane Agent.

Between 1950 and 1962 new agencies came into being concerned with mental health, aging, recreation, resource development, state

employees retirement, consolidation of state housekeeping functions, and coordinating committees (Higher Education and Natural Resources Committee), plus a host of minor agencies. The Wisconsin Institute of Technology and Stout Institute were incorporated into the State College system. Some minor agencies were abolished. The new agencies were not always concerned with new subject matter, but frequently were established to carry on old functions or an expansion or variation of an old function. Thus the Exposition Department and the Board of Veterinary Examiners were created to perform existing activities, merely casting them in a new format, while the Recreation Committee is an addition to certain existing conservation activities.

It is interesting to note that the number of departments has steadily increased in spite of such changes as consolidation of the various penal and mental institutions into one agency, the consolidation of 3 agricultural agencies into one, and the consolidation of several agencies into the Department of Administration. Except for those created by consolidation, many of the agencies established in recent years have been small ones, such as the Committee on Aging, the Great Lakes Compact Commission and the Mental Health Advisory Committee.

Looking at the agencies currently in existence, it can be seen that they include 16 departments, 30 boards, 22 commissions, 10 committees and 16 with miscellaneous titles.*

*For a listing of state agencies by nomenclature, see Wisconsin Legislative Reference Library, Variations in the Titles of Independent Agencies in Wisconsin, Brief 110, 1962.

Table 2: LISTING OF STATE DEPARTMENTS AT 25-YEAR INTERVALS FROM 1850-1962

1850 Agencies

Executive Branch - 8

Adjutant General
 Attorney General
 Governor
 Lands, Commissioner of State
 Librarian
 Secretary of State
 Superintendent, State
 Treasurer, State

Legislative Branch
 Legislature

Judicial Branch
 Supreme Court

1875 Agencies

Executive Branch - 28

Adjutant General
 Agricultural Society, State
 Armory, State
 Attorney General's Office
 Blind, Institution for the Education of the
 Charities and Reform, State Board of
 Deaf and Dumb, Institution for the
 Fish and Fisheries, Commissioners of
 Governor
 Historical Society, State
 Horticultural Society, State
 Industrial School for Boys
 Insane, Northern Hospital for the
 Insane, Wis. State Hospital for the
 Library, State
 Normal Schools, Board of Regents of
 Prison Commissioners, Wis. State

Executive Branch--Continued

Public Property, Superintendent of
 Railroad Commissioners
 St. Croix Land-Grant
 School and University Lands, Office
 Commissioners of
 Science, Arts & Letters, Wis. Assn. of
 Secretary of State
 Soldiers' Orphans' Home
 Superintendent, State
 Treasurer, State
 Treasury-Agent
 University of Wisconsin

Legislative Branch
 Legislature

Judicial Branch
 Supreme Court

1900 Agencies

Executive Branch - 39

Adjutant General
 Agriculture, State Board
 Arbitration and Conciliation, State
 Board of
 Attorney General's Department
 Bank Examiner's office
 Bar, Board of Examiners for Admission to the
 Control, State Board of
 Dairy and Food Commission
 Dental Examiners, State Board of
 Education, Department of (St. Supt.)
 Executive Department
 Fish and Game Warden, State
 Fisheries, Commissioners of
 Geological and Natural History Survey
 Health and Vital Statistics, State
 Board of
 Historical Society Library Building
 Board of Commissioners, State
 Industrial School for Girls, Wis.
 Insurance Department

Executive Branch--Continued

Interstate Park
 Labor and Industrial Statistics, Bureau of
 Library, State Law
 Library Commission, Free
 Lumber Inspectors
 Medical Examiners, State Board of
 National Guard, Wisconsin
 Normal Schools, Bd. of Regents of
 Oil Inspector, State
 Pension Agent, State
 Pharmacy, State Board of
 Public Lands, Department of
 Public Property, Department of
 Railroad Commissioner's Department
 State Department (Sec. of State)
 Tax Commissioners
 Treasury Agent, State
 Treasury Department (State Treas.)
 University of Wisconsin
 Veterans' Home, Wisconsin
 Veterinarian, State

1900 Agencies--Continued

Legislative Branch
Legislature

Judicial Branch
Supreme Court

1925 Agencies

Executive Branch - 59
Accountancy, Board of
Adjutant General
Agriculture, Department of
Architects, Board of Examiners for
Athletic Commission, State
Attorney General's Department
Banking Department
Canvassers, State Board of
Civil Service Commission, State
Conciliation, Board of
Conservation Commission
Control, State Board of
Dairy and Food Department
Dental Examiners, Board of
Engineering, State Department of
Executive Department
Geological and Natural History Survey
Grain and Warehouse Commission
Health, State Board of
Highway Commission
Historical Library, State
Humane Agent, State
Industrial Commission
Insurance, Department of
Land Settlement Board
Law Examiners, Board of
Library, State
Library Certification Board, Public
Library Commission, Free
Lumber Inspectors

Legislative Branch
Legislative Visiting Committee
Legislature

Judicial Branch
Supreme Court

1950 Agencies

Executive Branch - 72
Accountancy, Board of
Adjutant General
Aeronautics Commission
Agriculture, Department of
Annuity and Investment Board
Architects & Prof. Eng., Registra-
tion Bd. of
Armory Board
Athletic Commission
Attorney General

Executive Branch--Continued
Markets, Department of
Medical Examiners, Board of
Mining School, Wisconsin (Platteville)
National Guard
Normal Regents, State Board of
Oil Inspection Department
Optometry, Board of Examiners in
Pharmacy, Board of
Printing Board
Prohibition Commissioner
Public Affairs, Board of
Public Instruction, State Supt. of
Public Lands, Commissioners of
Public Property, Superintendent of
Pulp Wood Scaler Supervisor
Railroad Commission
Real Estate Brokers' Board
Retirement System, State
Revisor of Statutes
Soldiers' Rehabilitation Board
State Department
Tax Commission
Treasury Agent Department, State
Treasury Department
Uniformity of Legislation, Commissioners
on
University of Wisconsin
Veterans Home, Wisconsin
Vocational Education, Board of
Waterways Commission, Wisconsin Deep

Executive Branch--Continued
Audit, Department of State
Banking Department
Bar Commissioners, State
Basic Sciences, Bd. of Examiners in
Bonds, Committee on Official
Budget and Accounts, Department of
Building Commission, State
Canvassers, State Board of
Chiropractic, Board of Examiners in
Conservation Commission

1950 Agencies--Continued

Executive Branch--Continued

Crime Laboratory, State
 Dental Examiners, Board of
 Deposits of Wisconsin, Board of
 Emergency Board
 Employment Relations Board, Wisconsin
 Engineering, Bureau of
 Executive Department
 Geographic Board, State
 Grain and Warehouse Commission
 Health, Board of
 Highway Commission
 Historical Society of Wis., State
 Human Rights, Governor's Commn. on
 Industrial Commission
 Institute of Technology, Wisconsin
 Insurance Department
 Interstate Cooperation, Commn. on
 Library Commission, Free
 Library, State
 Medical Examiners, Board of
 Motor Vehicle Department
 National Guard, Wisconsin
 Nurses, State Department of
 Optometry, Bd. of Examiners in
 Personnel, Bureau of
 Pharmacy, Bd. of
 Planning Board, State

Legislative Branch

Legislative Council
 Legislature
 Retirement Systems, Jt. Survey
 Com. on
 State Institutions, Committee to
 Visit

Judicial Branch

Supreme Court

1962 Agencies

Executive Branch - 94

Accountancy, Board of
 Adjutant General
 Administration, Department of
 Aeronautics Commission
 Aging, Commission on
 Agriculture, Department of
 Architects & Prof. Eng., Bd. of
 Armory Board
 Athletic Commission
 Attorney General
 Audit, Department of State
 Banking Department
 Bar Commissioners, State
 Basic Sciences, Bd. of Examiners in

Executive Branch--Continued

Portage Levee Commission
 Public Instruction, State Dept. of
 Public Lands, Commissioners of
 Public Service Commission
 Public Welfare, State Department of
 Purchases, Bureau of
 Radio Council, State
 Real Estate Brokers' Board, State
 Retirement Fund, Wis.
 Revisor of Statutes
 Savings and Loan Department
 Secretary of State
 Securities, Department of
 Soil Conservation Committee, State
 Stout Institute
 Tax Appeals, Wisconsin Board of
 Taxation, Department of
 Teachers Colleges (Board of Normal School
 Regents)
 Treasurer, State
 Uniform Laws, Commissioners of
 University of Wisconsin
 Veterans Affairs, Department of
 Vocational and Adult Education, State
 Board of
 Watchmaking, Ed. of Examiners in
 Water Regulatory Board
 Waterways Commission, Deep

Executive Branch--Continued

Building Commission, State
 Canvassers, Board of
 Chiropractic, Board of Examiners in
 Civil Defense, Bureau of
 Civil War Centennial Commission
 Claims Commission
 Conservation Commission
 Crime Laboratory
 Dental Examiners, Board of
 Educational Advisory Committee, Gov.'s
 Employment Relations Board
 Executive Office
 Exposition Department
 Geographic Board

1962 Agencies--Continued

Executive Branch--Continued	Executive Branch--Continued
Government Operations, Board on	Public Instruction, Department of
Grain and Warehouse Commission	Public Lands, Commissioners of
Great Lakes Compact Commission	Public Records, Committee on
Group Insurance Board	Public Service Commission
Health, Board of	Public Welfare, Department of
Health and Welfare, Interagency	Radio Council, State
Com. on	Real Estate Brokers' Board
Higher Education, Coordinating	Recreation Committee, State
Com. for	Resource Development, Department of
Highway Commission	Retirement Fund, Wisconsin
Historical Markers Commission	Revisor of Statutes
Historical Society of Wisconsin	Savings and Loan Department
Human Rights, Governor's Commn. on	Scientific Areas, Board for the
Hygiene, State Laboratory of	Preservation of
Industrial Commission	Secretary of State
Innocent Persons, Commn. for	Securities, Department of
the Relief of	Soil and Water Conservation Committee
Institution Standards, Joint	State Colleges, Board of Regents of
Com. on	Surplus Property Development Commn.,
Insurance Department	Wis. Fed.
Interstate Cooperation, Commn. on	Tax Appeals, Board of
Investment Board	Taxation, Department of
Judgment Debtor Relief Commn.	Teachers Retirement Board
Library, State	Treasurer, State
Library Commission, Free	Turnpike Commission
Medical Examiners, Board of	Uniform State Laws, Commission on
Medical Grievance Committee	University of Wisconsin
Mental Health Advisory Committee	Veterans Affairs, Department of
Mississippi River Parkway Planning Com.	Veterans Memorial Commission
Motor Vehicle Department	Veterinary Examiners, Board of
National Guard, Wisconsin	Vocational and Adult Education,
Natural Resources Committee of	Board of
State Agencies	Watchmaking, Board of Examiners in
Nurses, State Department of	Water Pollution, Committee on
Optometry, Board of Examiners in	Water Regulatory Board
Personnel Board	
Pharmacy, Board of	
Physically Handicapped, Gov.'s	
Com. for the Employment of the	
Public Employes Social Security Fund	
Legislative Branch	
Administrative Rules, Com. on	
Legislative Council	
Legislature	
Physical Plant Maintenance, Com.	
Retirement Research Council	
Retirement Systems, Jt. Survey Com. on	
State Institutions, Committee to Visit	
Judicial Branch	
Administrative Committee for Court System	
Administrator of Courts	
Bar of Wisconsin, State	
Judicial Council	
Supreme Court	

Sources: For 1850 data: Secretary of State, Annual Report 1851; for other data: Wisconsin Blue Books of 1876, 1901, 1925, 1950, 1962.

Table 3: SUMMARY OF THE STATE AGENCIES IN EXISTENCE
AT 25-YEAR INTERVALS FROM 1850 TO 1962

	<u>1850</u>	<u>1875</u>	<u>1900</u>	<u>1925</u>	<u>1950</u>	<u>1962</u>
Executive Branch						
Accountancy, Board of				X	X	X
Adjutant General	X	X	X	X	X	X
Administration, Department of						X
Aeronautics Commission					X	X
Aging, Commission on						X
Agricultural Society, State		X				
Agriculture, Department of				X	X	X
Agriculture, State Board of			X			
Annuity and Investment Board					X	
Arbitration and Conciliation, State Bd. of			X			
Architects, Board of Examiners for				X		
Architects & Prof. Engineers, Registration Board of					X	X
Armory Board		X			X	X
Athletic Commission				X	X	X
Attorney General	X	X ⁵	X ⁵	X ⁵	X	X
Audit, Department of State					X	X
Bank Examiner's Office			X			
Banking Department				X	X	X
Bar Commissioners, State			X ¹⁸	X ¹⁹	X	X
Basic Sciences, Board of Examiners in					X	X
Blind, Institution for the Education of the		X				
Bonds, Committee on Official					X	
Budget and Accounts, Department of					X	
Building Commission, State					X	X
Canvassers, Board of				X	X	X
Charities and Reform, State Board of		X				
Chiropractic, Board of Examiners in					X	X
Civil Defense, Bureau of						X
Civil Service Commission, State				X		
Civil War Centennial Commission						X
Claims Commission						X
Conciliation, Board of				X		
Conservation Commission				X	X	X
Control, State Board of			X	X		
Crime Laboratory					X	X
Dairy and Food Commission			X	X		
Deaf and Dumb, Institution for the		X				
Dental Examiners, Board of			X	X	X	X
Deposits of Wisconsin, Board of					X	
Educational Advisory Com., Governor's						X
Emergency Board					X	
Employment Relations Board					X	X
Engineering, State Department of				X	X ²⁹	
Executive Department	X ¹	X ¹	X	X	X	X
Exposition Department						X
Fish and Fisheries, Commissioners of		X	X ⁷			
Fish and Game Warden, State			X			
Geographic Board, State					X	X
Geological and Natural History Survey			X	X		
Government Operations, Board on						X
Grain and Warehouse Commission				X	X	X

	<u>1850</u>	<u>1875</u>	<u>1900</u>	<u>1925</u>	<u>1950</u>	<u>1962</u>
Executive Branch--Continued						
Great Lakes Compact Commission						X
Group Insurance Board						X
Health, Board of			X ⁸	X	X	X
Health and Welfare, Interagency Com. on						X
Higher Education, Coordinating Com. for						X
Highway Commission				X	X	X
Historical Markers Commission						X
Historical Society of Wisconsin		X	X ⁹	X ¹⁷	X	X
Horticultural Society, State		X				
Humane Agent, State				X		
Human Rights, Governor's Commission on					X	X
Hygiene, State Laboratory of						X
Industrial Commission				X	X	X
Industrial School for Boys		X				
Industrial School for Girls, Wisconsin			X			
Innocent Persons, Commission for the Relief of						X
Insane, Northern Hospital for the		X				
Insane, Wisconsin State Hospital for the		X				
Institute of Technology, Wisconsin					X	
Institution Standards, Joint Committee on						X
Insurance Department			X	X	X	X
Interstate Cooperation, Commission on					X	X
Interstate Park			X			
Investment Board						X
Judgment Debtor Relief Commission						X
Labor and Industrial Statistics, Bureau of			X			
Land Settlement Board				X		
Library, State	X ²	X	X ¹⁰	X	X	X
Library Certification Board, Public				X		
Library Commission, Free			X	X	X	X
Lumber Inspectors			X	X		
Markets, Department of				X		
Medical Examiners, Board of			X	X	X	X
Medical Grievance Committee						X
Mental Health Advisory Committee						X
Mining School, Wisconsin (Platteville)				X		
Mississippi River Parkway Planning Com.						X
Motor Vehicle Department					X	X
National Guard, Wisconsin			X	X	X	X
Natural Resources Committee of State Agencies						X
Nurses, State Department of					X	X
Oil Inspector, State			X	X ²¹		
Optometry, Board of Examiners in				X	X	X
Pension Agent, State			X			
Personnel Board						X
Personnel, Bureau of					X	
Pharmacy, Board of			X	X	X	X
Physically Handicapped, Governor's Committee for the Employment of the						X
Planning Board, State					X	
Portage Levee Commission					X	
Printing Board				X		
Prison Commissioners, Wis. State		X				
Prohibition Commissioner				X		
Public Affairs, Board of				X		
Public Employes Social Security Fund						X
Public Instruction, Department of	X ⁴	X ⁴	X ⁶	X ²²	X	X

	1850	1875	1900	1925	1950	1962
Executive Branch--Continued						
Public Lands, Commissioners of	X ³		X ¹¹	X	X	X
Public Property, Superintendent of		X	X ¹²	X		
Public Records, Committee on						X
Public Service Commission					X	X
Public Welfare, Department of					X	X
Pulp Wood Scaler Supervisor				X		
Purchases, Bureau of					X	
Radio Council, State					X	X
Railroad Commissioners		X	X	X		
Real Estate Brokers Board				X	X	X
Recreation Committee, State						X
Resource Development, Department of						X
Retirement Fund, Wisconsin					X	X
Retirement System, State				X		
Revisor of Statutes				X	X	X
St. Croix Land-Grant		X				
Savings and Loan Department					X	X
School and University Lands, Office						
Commissioners of		X				
Science, Arts & Letters, Wis. Assn. of		X				
Scientific Areas, Board for the Preservation of						X
Secretary of State	X	X	X ¹³	X ¹³	X	X
Securities, Department of					X	X
Soil and Water Conservation Committee					X ²⁷	X
Soldiers' Orphans' Home		X				
Soldiers' Rehabilitation Board				X		
State Colleges, Board of Regents of		X ³⁰	X ³⁰	X ²⁰	X ²⁸	X
Stout Institute					X	
Surplus Property Development Commn., Wis. Fed.						X
Tax Appeals, Board of					X	X
Taxation, Department of			X ¹⁴	X ²³	X	X
Teachers Retirement Board						X
Treasurer, State	X	X	X ¹⁵	X ¹⁵	X	X
Treasury-Agent		X	X ¹⁶	X ¹⁶		
Turnpike Commission						X
Uniform State Laws, Commission on				X ²⁴	X	X
University of Wisconsin		X	X	X	X	X
Veterans Affairs, Department of					X	X
Veterans' Home, Wisconsin			X	X		
Veterans Memorial Commission						X
Veterinarian, State			X			
Veterinary Examiners, Board of						X
Vocational and Adult Education, Board of				X ²⁵	X	X
Watchmaking, Board of Examiners in					X	X
Water Pollution, Committee on						X
Water Regulatory Board					X	X
Waterways Commission, Wisconsin Deep				X	X	
Legislative Branch						
Administrative Rules, Committee on						X
Legislative Council					X	X
Legislature	X	X	X	X	X	X
Physical Plant Maintenance, Com. on						X
Retirement Research Council						X
Retirement Systems, Jt. Survey Com. on					X	X
State Institutions, Com. to Visit				X ²⁶	X	X

Judicial Branch	<u>1850</u>	<u>1875</u>	<u>1900</u>	<u>1925</u>	<u>1950</u>	<u>1962</u>
Administrative Com. for Court System						X
Administrator of Courts						X
Bar of Wisconsin, State						X
Judicial Council						X
Supreme Court	X	X	X	X	X	X

Footnotes to Table 3

- ¹Known as "Governor" at this time.
- ²Known as "Librarian" at this time.
- ³Known as "Commissioner of State Lands" at this time.
- ⁴Known as "State Superintendent" at this time.
- ⁵Known as "Attorney General's Department" at this time.
- ⁶Known as "Department of Education" at this time.
- ⁷Known as "Commissioners of Fisheries" at this time.
- ⁸Known as "State Board of Health and Vital Statistics" at this time.
- ⁹Known as "State Historical Society Library Building Board of Commissioners" at this time.
- ¹⁰Known as "State Law Library" at this time.
- ¹¹Known as "Department of Public Lands" at this time.
- ¹²Known as "Department of Public Property" at this time.
- ¹³Known as "State Department" at this time.
- ¹⁴Known as "Tax Commissioners" at this time.
- ¹⁵Known as "Treasury Department" at this time.
- ¹⁶Known as "State Treasury Agent" at this time.
- ¹⁷Known as "State Historical Library" at this time.
- ¹⁸Known as "Board of Examiners for Admission to the Bar at this time.
- ¹⁹Known as "Board of Law Examiners" at this time.
- ²⁰Known as "State Board of Normal Regents" at this time.
- ²¹Known as "Oil Inspection Department" at this time.
- ²²Known as "State Superintendent of Public Instruction" at this time.
- ²³Known as "Tax Commission" at this time.
- ²⁴Known as "Commissioners on Uniformity of Legislation" at this time.
- ²⁵Known as "Board of Vocational Education" at this time.
- ²⁶Known as "Legislative Visiting Committee" at this time.
- ²⁷Known as "State Soil Conservation Committee" at this time.
- ²⁸Known as "Teachers Colleges" at this time.
- ²⁹Known as "Bureau of Engineering" at this time.
- ³⁰Known as "Board of Regents of Normal Schools" at this time.

ABOLITION, REORGANIZATION AND CREATION OF STATE AGENCIES, 1951-1961

Year	Independent agencies abolished	Independent agencies reorganized	Independent agencies created	Minor subdivisions and functions abolished, reorganized and created
1951	0	14	8	31
1953	1	0	5	17
1955	0	3	4	16
1957	3	1	5	34
1959	3	7	6	29
1961	2	5	5	22

Note: It is difficult, if not impossible, to categorize the changes in administrative structure with precision because of the many factors of judgment involved. Most general laws relating to state government have some impact on organization or functions.

While agencies are occasionally abolished, generally their functions are given to another agency. Thus in 1951 when 4 agencies were repealed, namely the Advisory Committee on Rules of Procedure, the State Planning Board, the Annuity and Investment Board and the Board of Deposits, actually none of the functions ceased to exist because they were merely put in another place. In the sum total of state activities there was little subtraction or addition, but merely some shifting around.

Similarly in 1959 when the Department of Administration and the Department of Resource Development were established, they were not in effect created out of thin air, but established by the reorganization of existing functions plus the addition of broader powers.

Substantial judgment enters into the decision as to whether an agency is abolished, created or reorganized and whether a function added is of sufficient import to justify inclusion. For that reason the foregoing compilation should be viewed as a trend rather than as a positive statement.

In order to indicate the kind of judgments involved we list hereafter the details of the compilation of changes effected by the 1961 legislative session. It illustrates the difficulty of deciding in which category a change should be placed and what items should be included.

I. AGENCY LEVEL. These are the changes which involved the over-all agency.

1. Agencies abolished. (Functions were wiped out and no longer exist.)

Fine Arts Commission abolished. Ch. 191, sec. 25 and 106.
Metropolitan Study Commission died by failure to renew.

2. Agencies reorganized. (Existing functions were split off to create new agency or the agency was basically revised.)

Board of Veterinary Examiners split off from Department of Agriculture. Ch. 294

Wisconsin Exposition Department split off from Department of Agriculture. Ch. 149.

2. Agencies reorganized (Continued)

Portage Levee Commission functions transferred to Water
Regulatory Board. Ch. 191, sec. 40 and 108.
Investment Board reorganized. Ch. 507.
State Athletic Commission reorganized. Ch. 509.

3. Agencies created. (A new independent function created which
did not exist before.)

Administrator of Courts created. Ch. 261.
State Recreation Committee created. Ch. 427.
Governor's Committee on Employment of Physically Handicapped
given appropriation for first time. Ch. 191.
Mississippi River Parkway Planning Committee created. Ch. 482.
Commission on Aging created. Ch. 581.

II. SUBORDINATE UNITS. This group relates to a whole bureau, division,
section, etc.

1. Subordinate units abolished.

None

2. Subordinate units reorganized.

None

3. Subordinate units created.

Advisory Council to Wisconsin Psychiatric Institute. Ch. 464.

III. MINOR ADMINISTRATIVE CHANGES. This relates to functions added,
minor shifts of functions, etc., below the division or bureau
level.

1. Minor abolitions.

None

2. Minor reorganizations.

State deposit fund administration transferred from Investment
Board to Banking Department. Ch. 507.

Regulation of slaughterhouses transferred from Board of Health
to Department of Agriculture. Ch. 191, sec. 74, 84 and 107.

Revision of dental examiner law. Ch. 400.

Coordinating Committee for Higher Education added 2 representa-
tives of county teachers college boards and included these
institutions under its purview. Ch. 56.

Soil Conservation Committee changed to Soil and Water Conserva-
tion Committee. Ch. 40.

Advisory Committee to Board of Veterans Affairs increased by 2.
Ch. 34.

Heads of State Colleges designated presidents. Ch. 15.

Claims Commission given greater power in handling small claims.
Ch. 146.

State Traffic Patrol powers broadened. Ch. 430.

Dealer license plate administration changed. Ch. 175.

Clerical staff for legislature and legislative leaders expanded.
Ch. 5.

3. Created.

Registration of radiation sources placed in Industrial Commis-
sion. Ch. 334.

Licensing of water softener services placed in Board of Health.
Ch. 504.

3. Created (Continued)

Regulation of charitable solicitations placed in Secretary of State. Ch. 600.

Correctional camp system created in Department of Public Welfare. Ch. 637.

Civil Service Advisory Committee created. Ch. 645, sec. 10.

Agricultural marketing administration given to Department of Agriculture. Ch. 664.

Youth Conservation Corps created in Department of Public Welfare. Ch. 427.

Outpatient clinical service to be provided by Department of Public Welfare. Ch. 394.

Conservation Commission to establish animal wildlife exhibit. Ch. 536.

Joint Legislative Committee on Physical Plant Maintenance made permanent. Ch. 476.

CONCLUSION

It is clear that the trend throughout Wisconsin's history has been for a constantly increasing number of state agencies. This has been the situation in spite of a counter trend toward consolidation of related functions. At various times the activities relating to agriculture, conservation, veterans, state institutions of higher education, and housekeeping have each been merged into one department. However, no sooner is such consolidation achieved than the proliferation of agencies begins again. For example, since the combination of agencies which formed the Conservation Department, there have been created the Natural Resources Committee of State Agencies, the Soil and Water Conservation Committee, the Board for the Preservation of Scientific Areas, and the State Recreation Committee. In addition to the Department of Agriculture we now have an Exposition Department and a Board of Veterinary Examiners, both of which were formerly a part of Agriculture. Besides the Department of Public Welfare and Board of Health numerous smaller agencies in these fields have either sprung up or continued a separate existence - the Interagency Committee of Health and Welfare, the State Laboratory of Hygiene, Joint Committee on Institution Standards, the various examining boards in the field of health, and the Committee on Water Pollution.

Why has this been the development? The next study in this series will consider the question as to why each state agency was established. Suffice it to say here, that when departments perform related functions, an interagency committee may have been set up to co-ordinate their work. As to why new activities are not incorporated into existing departments or why old activities are removed therefrom, one can only assume a lack of attention to the placement of the task in the structural pattern, a feeling that a duty can be handled better outside the existing framework, a desire for a separate identity, or a belief that the function does not fit into the current structure.

With regard to the type of activities which the state has seen fit to engage in, most of them obviously came about through the emergence of new inventions, war, increased population and changes in its composition, and other historical developments. Certainly requests for the performance of new functions on the part of government arise from existing economic, social and political conditions. The extent

to which these requests are met depends upon the urgency of the situation and the political philosophy of the government at any given time. How new functions are fitted into the framework of state government seems to be a matter of rather haphazard consideration and one which could well be given further thought.

While some very general standards for the establishment of new agencies may become apparent to the serious student of the historic evolution of Wisconsin's state governmental organization, it is obvious that these standards do not influence most proposals which emanate from the public. Conceivably the pattern of state government would be favorably affected if 3 questions were studied carefully before a decision is made.

1. Is the function one which the state should perform?
2. Is there any existing state agency which could do it?
3. If there is no obvious slot in existing state agencies for the function, can it be assigned to any existing agency?